

99 00623

Sacramento Central City 1990  
Central City Study Comm. Final  
Recommendation

# SACRAMENTO CENTRAL CITY 1990

CENTRAL CITY STUDY COMMITTEE - FINAL RECOMMENDATION

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## COMPREHENSIVE PLAN

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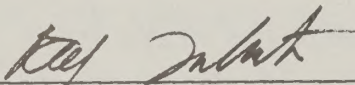
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#### PROJECT STAFF

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Gene Masuda, City Planning Department  
Fulton Bulloch, City Traffic Engineering Division

TRANSMITTAL OF FINAL RECOMMENDATION  
CENTRAL CITY STUDY COMMITTEE

The preparation of a draft Central City Plan was completed in July, 1977. Copies of the draft plan were distributed to the public for review and comment. A substantial amount of comments were received on the draft and reviewed by the study committee in a series of study sessions. Pursuant to these comments, significant amendments were made to the draft plan. This report sets forth those amendments. The amended draft plan, along with the Parking Management pro- and CBD Economic Market Analysis comprises the final recommendations of the Central City Study Committee.

  
\_\_\_\_\_  
Ray Takata  
Chairman

## CCSC FINAL RECOMMENDATION

### CENTRAL CITY PLAN

#### I. SUMMARY OF PUBLIC COMMENTS ON DRAFT PLAN AND COMMITTEE ACTION

- a. Citizen comments
- b. Comments by Organizations
- c. Comments by Public Agencies

#### II. LAND USE AND ZONING

- a. Recommended changes to development standards:  
height, setback, open space, parking
- b. Recommended land use patterns
- c. Recommended zoning

#### III. HOUSING

- a. Amendments to Draft Plan
- c. Recommended housing concept and residential  
zoning

#### IV. TRANSPORTATION

- a. Amendments to Draft Plan

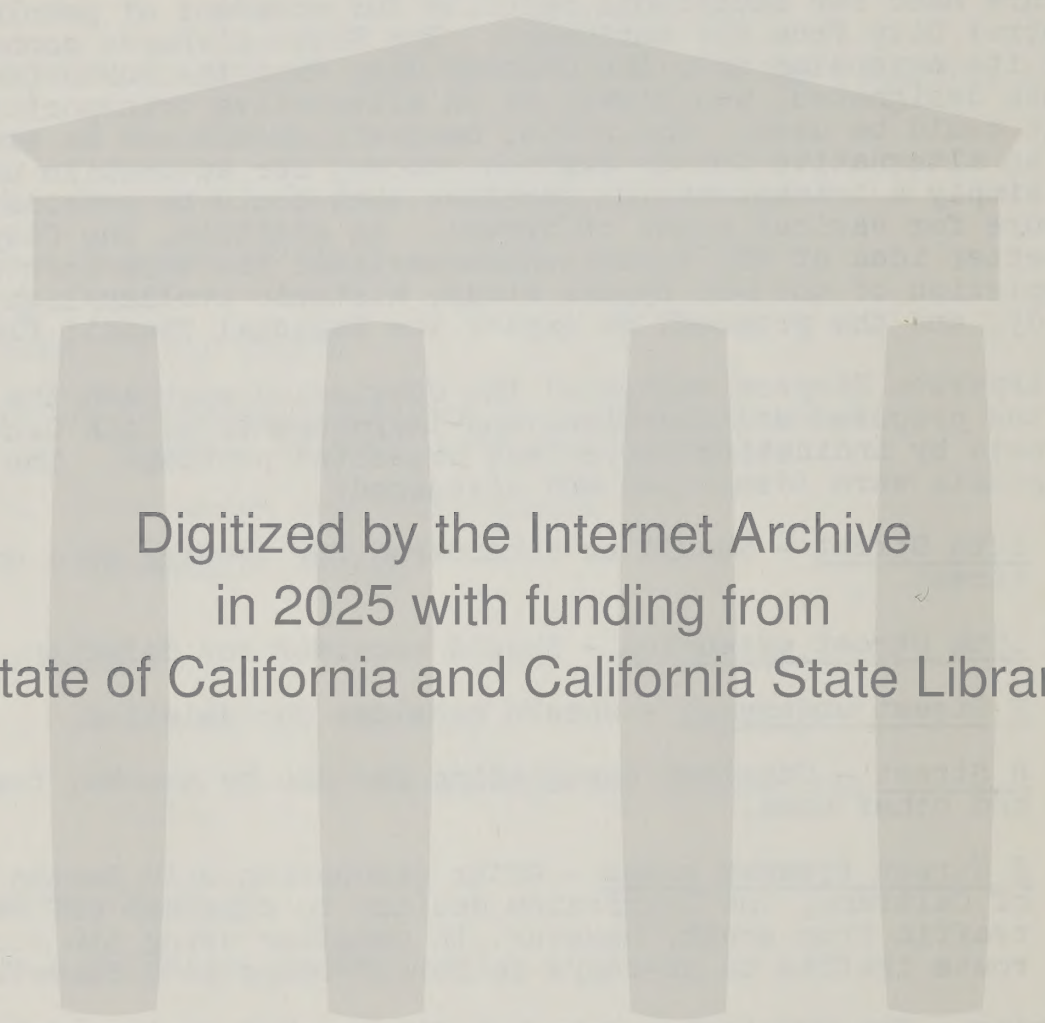


## CPC STUDY SESSION

October 16, 1978

### Staff Synopsis

- 1) Elvas - Richards Connector - The Planning Commission discussed the future need for additional capacity for movement of people into the Central City from the northeast. The Elvas-Richards connector and its extension into the Central City from the north (no specific route designated) was viewed as an alternative transportation route that could be used. The route, however, should not be designated as an alternative for an express roadway for automobile use, but left as simply a transportation corridor that could be considered in the future for various modes of travel. In addition, the City may have a better idea of the future characteristic for this corridor upon completion of the I-80 Bypass study, historic trolley/light rail study, and the proposal to expand the Regional Transit fleet.
- 2) Chairperson Simpson requested the Commission approach the discussion of the proposed modifications and improvements of the Central City streets by indicating those that presented problems. The following proposals were identified and discussed:
  - a. 12th Street - Should be considered for leaving as a one-way street.
  - b. 15th Street extension - Should consider for deletion.
  - c. I Street underpass - Should consider for deletion.
  - d. R Street - Consider designating for use by trucks, transit, and other uses.
  - e. S Street freeway ramps - After discussion with Burton Borkcett of Caltrans, the Commission decided to consider off ramps for traffic from south, however, to consider using 5th Street to route traffic to on-ramps rather on-ramps at S Street.
- 3) Parking - The Commission only briefly touched on the parking proposals. The addition of a policy regarding opposing the demolition of structures for strictly a parking use was brought up.
- 4) Next study session was scheduled for October 23, 4-6 p.m.



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## I. SUMMARY OF PUBLIC COMMENTS ON DRAFT PLAN AND CCSC ACTIONS

This section summarizes the written comments from the public on the draft Central City Plan. The Study Committee's action in response to these comments are also provided. The summary comments and committee actions are grouped into the following: citizen comments, comments by organizations, and comments by public agencies.

# I. SUMMARY OF PUBLIC COMMENTS ON DRAFT PLAN AND CCSC ACTIONS

## CITIZEN COMMENTS (SUMMARY)

## CCSC ACTION

### Bill Atherton

Transportation - Suggests an alternative vehicular access to system with the following action taken as soon as possible!

-- Connect H Street through 2nd Street to improve the flow of traffic out of the historic area and relieve congestion on J Street.

Amend draft plan to include

-- To improve access to and from I-80, designate 3rd Street two-way and purchase the corner of the lot at 3rd and W Streets to allow right-hand turns from W Street to 3rd.

3rd Street conversion to two-way contained in original draft plan, no amendment made for acquisition of corner lot.

-- Make additional improvements on major streets to facilitate safe traffic movement at rush hours, including:

(a) Peak period restriction of curb parking on 5th, 9th, 10th, 15th, and 16th Streets.

Contained in original draft plan

(b) Construction of a grade separation of 3rd and J Streets if needed.

Contained in original draft plan

(c) Restrict cross traffic by allowing turns only or cul-de-sac bus stops on major access streets. Examples of useful locations for these traffic control devices would be 12th and C, 16th and C, 12th and F, 16th and Sproule, 19th and U, 9th and T, 10th and S, etc.

No amendment made

Parking - Suggest raising parking rates in all governmental operated lots to pay full amortized cost of facility and establish a in-lieu (property tax with revenues used to improve regional transit service. No new facilities built until demand for no-subsidy rates exist.)

Rate increases suggested in FMP, no amendment made

Parking - Suggest installing meters on streets where commuters park free and establish residential permit program.

Residential permit program contained in original draft plan. No amendment made to include parking meter suggestion.

Transportation - Suggest instituting a neighborhood protection program (Two stage) which utilizes traffic barriers/diverters to inconvenience commuter drivers and converts all one-way streets in residential areas from three to two vehicular lanes.

Amended to include as recommendation for Traffic Engineer to study on non-major streets.

Transportation - Recommends City request State to construct noise barriers on elevated freeways.

Amend plan to include

### L. Brodovsky

Land Use - Request C-2 zoning be retained for parcel on northeast corner of 10th and H Streets due to proximity to City, County, and State buildings.

No amendment made



L. E. Carron

Land Use - Request C-3 zoning be retained on block bounded by 15th, 16th, J and K Streets. Feels high density residential and office use too restrictive.

Amend D plan to include

Crystal Creamery

Transportation - Opposes plan proposal to connect C Street with 7th Street due to conflict with their plant operation and potential safety hazards.

Amend D. plan to include additional wording to indicate that should the 7th and C Connector not be physically possible based on comments, a "D" Connector or other alternatives should be investigated.

KCRA

Transportation - Opposes C and 7th Street connection since it may require relocating some of their facility and would generate noise levels that may require additional sound-proofing of their studio.

( Same as response to Crystal Creamery).

Palm Iron Works

Land Use/Zoning - Property on R Street between 15th and 10th remain industrial or at least heavy commercial.

Amend D. plan to include as heavy commercial.

Antonio Rossmann

Transportation - Suggest eliminating proposal to extend 15th Street due to its potential impact on Washington Neighborhood.

No amendment made, however, suggested the State further study of alternative north-south routes into Central City as part of I-80 Bypass Study.

Sacramento Pipeworks

Transportation - Expressed concern that the 15th Street extension will destroy their business and requested specifics regarding manner in which extension is to be built.

(See response to A. Rossman comments)

Paul Smith

Goals - Suggests rewording of transportation goals.

Project staff to reword as necessary

Transportation - Suggests the Study Committee not make a long-term transit mode selection. Nor quantify the number of vehicles to be used at various time periods since the number of vehicles required is dependent upon the kind of vehicle that will be used. There is insufficient information available at this time to warrant such assumptions.

Transportation - Suggests in lieu of a long-term transit mode selection, the Committee supports a Comprehensive, area-wide study of transportation needs, transportation alternatives, comparative analysis of alternatives, and system layout and development sequences. This study would serve as a prerequisite to the implementation of a transportation system suitable for meeting the long-term needs of the Sacramento metropolitan area.

Amend D. plan recommendation regarding public transit to read: support to extent possible expanding RT Bus Fleet to more than 950 buses by 1990 or by equivalent capacity in other forms of public transportation. Goal is to increase person trips by public transportation from about 5% to-day to 13-14% by 1990.

Rick Stevenson

Zoning - Notes a need to apply zoning of R-1, and R-3 in mixed use areas in order to lower tax assessments and save existing residential uses.

Amend D. plan to include.

Petition

Transportation - Opposes use of 24th Street as major street for bus routing.

Amend D. plan to include.

COMMENTS BY ORGANIZATIONS  
(SUMMARY)

CCSC RESPONSE

American Association of University Women

Housing - Expressed concern regarding displacement of existing residents in older structures when new housing developed ( clarification of where and how new housing is to be built is needed.)

Amend D. plan to include new housing concept.

Land Use - Commercial market should be further east to better serve convenience shopping needs of residents.

Commercial market designation deleted.

Parking - Questions need for 14,570 new parking spaces, suggest making it more difficult for commuters to drive cars into Central City.

No amendment made, FMP has recommendations to reduce commuter traffic.

Transportation - Elvas-Richards connector is needed and should channel traffic to multi-modal center for change to another mode, i.e. bus.

No amendment made.

Transportation - General questions regarding transportation.

No amendment necessary.

Capitol Bicycle Commuters Association

Bikeways - Indicates the plan bike routes not adequate for commuter bicyclists and suggests alternatives.

Association asked to identify an ideal north-south and an east-west bike routes for commuters.

Bikeways - Indicates proposed expenditures for bikeways and expansion of usage unrealistically low. Suggests a 200% increase in bicycle trips could be achieved by 1990 rather than the 40% contained in the draft plan.

Bikeways - Streets designated for bikeways should be developed and maintained with higher standards of smoothness and free of obstruction to encourage use. In addition, frequent stops and poor visibility also discourages use.

No amendment made.

Zoning - Suggest amending zoning ordinance for office. Development to include a specified number of lockable bicycle spaces for each new building.

Amend D. plan to include.

Bikeways - Provide for bike lanes on streets converted from major one-way to minor one-way by reducing the number of vehicular lanes from three to two lanes.

No amendment made.

Japanese Community Center

Housing - Requests plan statement or specific means to provide for elderly and low income residents in Central City.

Amend D. plan to include.



Sacramento Old City Association

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|
| Goals - Suggests redrafting goals for urban design and environment into broad statements which could provide a context for the entire set of plan objectives.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Amend D. plan to include.                                                      |
| Housing - Request plan contain sufficient guidelines of programs to ensure the goal of conservation of existing housing stock is met.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Amend D. plan with new housing concept.                                        |
| Housing - Concern expressed that the plan views Central City as primary resource for meeting low cost housing needs and its potential impact on plans preservation goal.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | No amendment made.                                                             |
| Transportation - Give highest priority to developing positive alternatives to commuter use of the automobile at the same time that automobile use is discouraged.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Agreed with, however, no specific amendment made.                              |
| Parking - Initiate the use of residential parking permit program.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Contained in draft plan.                                                       |
| Transportation - Insure judicious use of stop signs and traffic signals.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | No amendment made.                                                             |
| Parking - Concern expressed regarding expenditures for parking in relationship to expenditures for traffic signals.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | No amendment made.                                                             |
| General Objectives - <ol style="list-style-type: none"><li>1. Consideration of police and fire services among the community services and facilities that must be maintained and improved;</li><li>2. Directing the school district to plan now so it is prepared to respond to and accommodate changes in family composition and increases in population that may result from the plans' implementation;</li><li>3. Providing adequate on and off-street parking for Central City residents;</li><li>4. Discouraging office and commercial development outside the central business district for other than neighborhood services;</li><li>5. Utilization of existing structures, such as unusable schools and other buildings for appropriate community and commercial facilities and services;</li><li>6. Discouraging the need for off-street parking outside the central business district and where it is impossible, gearing such facilities toward 24 hour use;</li><li>7. Minimizing industrial usage in the Central City and minimizing conflicts between existing industrial areas and adjacent land uses. Where new industrial development does occur, directing it to existing or proposed industrial areas not adjacent to residential areas;</li><li>8. Promoting 24-hour use of the central business district by encouraging both residential uses and evening activities;</li><li>9. Enabling the development of alternate energy sources consistent with urban design standards and promoting and developing programs to assist energy conservation in existing structures.</li></ol> | General agreement with objectives, many are reflected in final recommendation. |
| Citizen Participation - Suggests citizen involvement in implementation of the plan be along the lines of citizen planning councils now under investigation by the City Planning Commission.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | Contained in D. plan.                                                          |

PUBLIC AGENCIES COMMENTS  
(SUMMARY)

Architectural Review Board

Urban Design - Role of Architectural Review Board should be mentioned.

Amend D. plan to include.

Report development and structure - Suggestion on Planning steps and report format.

No amendment made

California Department of Transportation

Transportation - Recommends postponing final decision on treatment of E, F, G, and H Streets until Route 80 corridor studies completed.

No amendment made.

Transmit the following recommendations to Caltrans RE: I-80 bypass study:

- The study must give serious consideration to the impact of any proposed Transportation system on the Central City, especially the neighborhood areas.
- Bus and rail alternatives must be given complete and serious consideration.
- Evaluate the amount of air pollution created by each alternative.
- Study hybrid transportation systems, e.g. auto, transit, bicycle combinations for the corridor.
- Retain I-80 Bypass R-O-W until study is completed.
- Investigate alternatives to "K" Street for light rail alignment since difficult routing line thru community center.

Transportation - Notes many major changes proposed to State Highway system will require engineering and financial feasibility studies; cautions that bulk of study responsibilities may be with the City.

No amendment made

Land Use/Zoning - Notes lawsuit with the City on transportation corridor zone and suggest plan include recommendation for noise mitigation measures where housing is rehabilitated or developed near freeways.

No amendment made

Preservation Board

Suggested additional identification of the preservation program and the role of the board in carrying out the program.

Amend D. plan to include Preservation Board comments with addition of following provisions.

- The City of Sacramento must provide relocation benefits for low income households displaced as a result of preservation program.



- Historic Preservation Guidelines for CBD should be flexible enough to enable aggregation of parcels for large projects

#### Sacramento City Traffic Engineering Division

Transportation - Clarification of traffic and speed control devices to mean traffic signals.

No amendment necessary

#### Sacramento City Recreation and Parks Department

Goals - Suggest addition of subgoal regarding increasing recreational opportunities for senior citizens.

Amend D. plan to include.

Social - Needs program dealing with the social aspects of public inebriates, panhandlers, and prostitutes.

Amend D. plan to recommend investigation of impaction ordinance.

Open Space - Include acknowledgement of Community Gardens as a popular open space use.

Amend D. plan to include.

#### Sacramento Regional Transit District

Transportation - Notes that the projected increase in the bus fleet by 1990 is similar to that envisioned in the earlier drafts of the Regional Transportation plan. (RTP). The final adopted RTP was less specific in view of uncertainty in funding.

Amend D. plan (see response to P. Smith comments)

#### Sacramento Unified School District

Population - Urge the committee to make no recommendations that will increase the number of minority children in schools serving the area due to existing busing situation.

No amendment necessary.

Schools - Notes the recommendations for utilizing surplus schools (Marshall and Newton Booth) well received by their committee; joint use of Fremont for school and park purposes would be considered; and Lincoln School will be retained.

No amendment necessary.





## II. LAND USE AND ZONING

This section discusses the Central City Study Committee's final recommendations for development standards, land use patterns and zoning.

## II. LAND USE AND ZONING

The Central City Study Committee reviewed the current zoning patterns and development standards in the Central City and found that they reflected a desire to have the entire area developed with high intensity uses. However, since adoption of the 1966 Old City Community Plan, new goals and priorities have emerged to cause a need to re-evaluate the desirable development form for the area. Among these new goals and priorities are historic preservation, conservation of housing resources, preservation of neighborhood character and revitalization of the CBD.

The new development form the study committee seeks to achieve in the plan calls for maintaining the low density residential neighborhood; promoting new development opportunities in existing multiple-family residential areas; concentrating high intensity developments in the CBD and CORE; and providing the flexibility for high-intensity developments in the frame depending on the merits of the project and its location.

The following is a discussion of the committee's recommendations for development standards, land use patterns, and zoning in the Central City:

### A. Development Standards

Height Limitations - Currently the entire Central City has no height limitation. Again, this reflects the past desire to have the entire area developed with high-intensity uses. To achieve the development form recommended by the committee, the following height limits are proposed:

| PROPOSED HEIGHT LIMITS |                                 |                                |                 |                                                                    |
|------------------------|---------------------------------|--------------------------------|-----------------|--------------------------------------------------------------------|
| <u>Zone</u>            | <u>Outside<br/>Central City</u> | <u>Inside<br/>Central City</u> | <u>Proposed</u> | <u>Other<br/>Provision</u>                                         |
| R-4                    | 35'                             | 0                              | 35'             | 1. Special Permit<br>provision to<br>build higher                  |
| R-4A                   | Alkali only                     | 0                              | -               |                                                                    |
| R-5                    | 35'                             | 0                              | 35'             | 2. Architectural<br>Review Board &<br>Preservation<br>Board review |
| RO                     | 35'                             | 0                              | 35'             |                                                                    |
| OB                     | 35'                             | 0                              | 35'             |                                                                    |
| C-2                    | 45'                             | 0                              | 45'             |                                                                    |
| C-3                    | 0                               | 0                              | 75'             |                                                                    |
| C-4                    | 75'                             | 0                              | 75'             |                                                                    |
| M-1                    | 75'                             | 0                              | 75'             |                                                                    |
| M-2                    | 75'                             | 0                              | 75'             |                                                                    |



As the chart indicates, the proposed limits are exactly the same as those for the zone outside the Central City. The difference would be that a project could be permitted to build higher under a special permit provision. A new limit of 75 feet is proposed for the CBD zone. This is not to imply that buildings exceeding this limit be discouraged. It is to provide the city a review of high rise structures; to insure their design provides the necessary site amenities.

Setback - The recommendation in the draft plan for revising the front yard setback requirement has been adopted.

Open Space - A minimum "landscaped" open space requirement should be established. 15% of the site is recommended for non-residential properties and 30% for residential properties.

Parking - The Parking Management Plan contains many recommendations regarding parking. Those that relate to the zoning ordinance include: requiring one space per residential unit (adopted), further defining land use categories for parking requirement, incorporating an in-lieu program allowing the developer to reduce parking if a carpool or transit rider program is implemented.

## B. Land Use

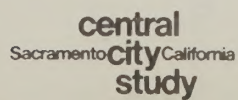
In preparing the final recommendation for land use patterns in the Central City, the committee made detailed examinations of the existing land uses, heard citizen comments, and received supporting information from staff. Three major objectives guided land use/zoning decisions: 1) to bring zoning closer to existing land uses in the frame area, 2) avoid creating non-conforming uses where possible; and 3) to provide adequate areas for future residential and non-residential development demands.

The land use map on the next page is the final recommendation of the Central City Study Committee. This map supercedes the land use map in the draft plan.

## C. Zoning

The study committee's final recommendation for land use patterns were translated into zoning by the project staff. The map on the following page illustrates the zoning for the Central City pursuant to the recommended land use patterns. The lines are generalized and will need to be further refined by staff. The following is a brief discussion of areas where the recommended zoning map may need clarification.

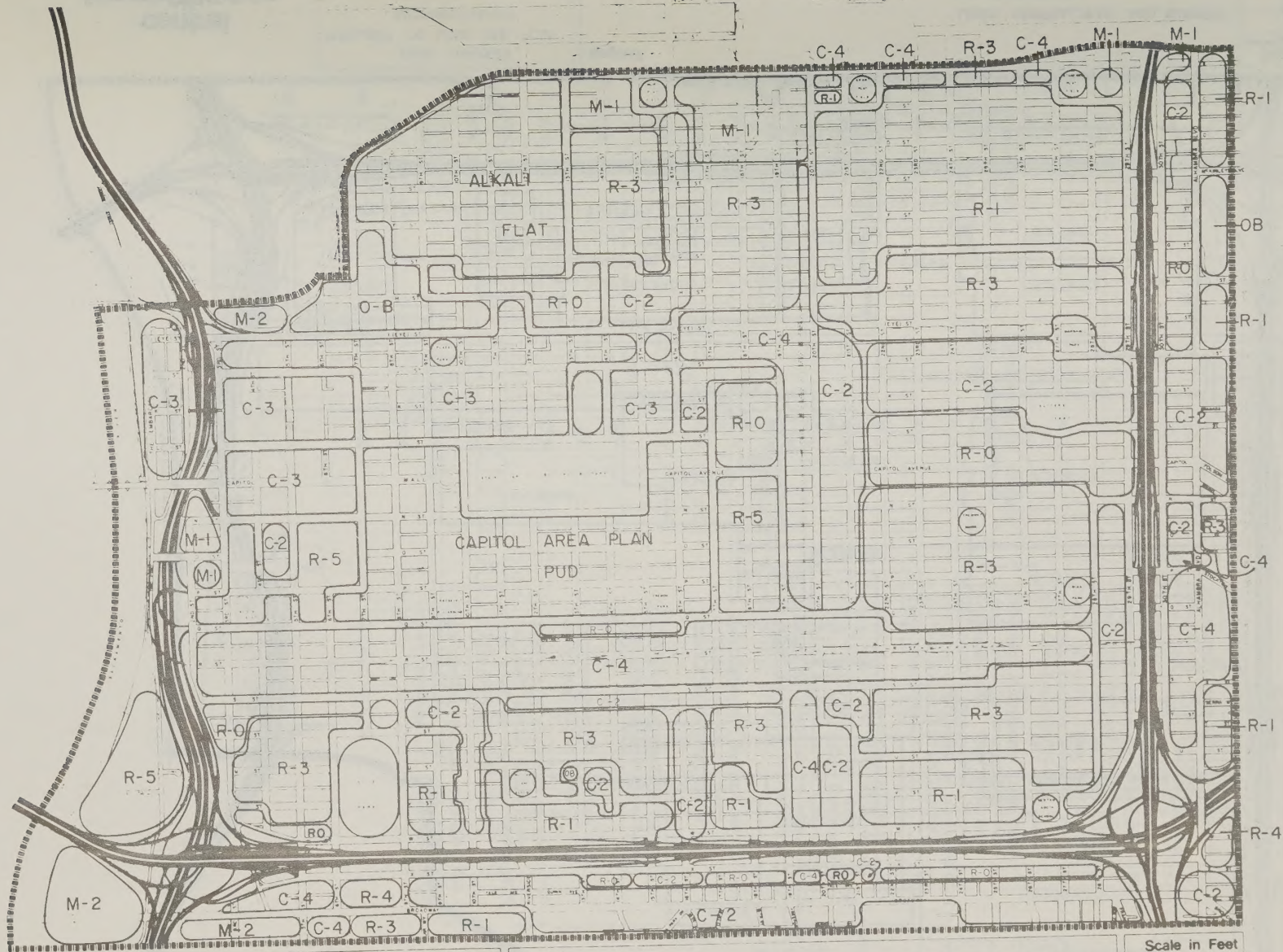




**Legend:**

- LD - LOW DENSITY RESIDENTIAL
- PR - PLANNED RESIDENTIAL
- RO - RESIDENTIAL OFFICE
- O - OFFICE
- C/O - COMMERCIAL OFFICE
- C - COMMERCIAL
- HC - HEAVY COMMERCIAL
- IND - INDUSTRIAL
- P - PUBLIC





central  
Sacramento city California  
study

RECOMMENDED ZONING  
PURSUANT TO LAND USE  
PLAN

Legend:

- R-1 - SINGLE FAMILY ZONE
- R-3 & R-5 - APARTMENT ZONE
- R-0 - RESIDENTIAL OFFICE
- C-2 - GENERAL COMMERCIAL ZONE
- C-3 - CENTRAL BUSINESS DISTRICT ZONE
- C-4 - HEAVY COMMERCIAL ZONE
- M-1 - LIGHT INDUSTRIAL ZONE
- M-2 - HEAVY COMMERCIAL

LINES GENERALIZED AND SUBJECT  
TO REFINEMENT

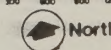
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North



**Legend:**

LINES GENERALIZED AND SUBJECT  
 TO REFINEMENT

Scale in Feet





Land Use  
Designation

Recommended  
Zoning

State Capitol  
Area Plan

PUD with under-  
lying C-2 zoning

The State recently adopted an updated Capitol Area Plan which calls for a variety of mixed land uses. Implementation of portions of the plan will involve participation by private developers. To allow flexibility in development, the area should be designated PUD with an underlying zone of C-2. The CAP should be used as the general overall development plan.

Alkali Flat  
Redevelopment  
Area

Deferred to zoning  
in Redevelopment  
Plan

The Redevelopment Plan for this area is currently being updated. The land use and zoning recommendations for the area will be developed by the Alkali Flat Project Area Committee.

Mixed use  
residential  
emphasis

R-0

Under this zoning, office uses are permitted with a Special Permit from the City. To maintain the residential emphasis of the area, a criteria should be adopted by the Planning Commission which:

- Restricts the amount of office use to no more than 25% of any block face.
- Restrict signage to one, unlighted identification sign.
- Encourage utilization of existing structures.
- Limit the size of offices so that their activities and traffic do not conflict with residential uses.

Multiple  
Family

R-3 with  
bonus density  
overlay

This zoning recommendation is discussed in the next section under housing.





### III. HOUSING

This section discusses the amendments made to the housing section of the draft plan pursuant to public comments. This section also outlines the new housing and residential zoning concepts developed by the study committee.

C. Housing for Indigent Men

- To reinforce the Committee's recommendation regarding opposition to further concentration of new facilities (Detox centers, half-way houses, etc.) in the Central City, the Committee should recommend investigation of an "impaction" ordinance to limit the number of facilities within a specified area.



## H O U S I N G   A M E N D M E N T S

Pursuant to comments received from the public, the following changes to the draft plan were adopted by the Study Committee. In addition, a new housing and residential zoning concept was developed.

### A. Market Rate Housing Demand

- Delete the map on Page 74 showing the projected distribution of new housing units since the new housing and residential zoning concept will change this distribution.
- Further clarify and illustrate the opportunities proposed in the plan for new market rate housing in the planned residential areas, in the multi-use areas, and in the frame residential areas.

### B. Low Income Housing Needs

- Delete map showing distribution of low-income housing unit needs and refer to need on Central City area basis.
- Delete statement regarding number of units that are considered non-rehabitable.
- Center discussion on following findings:
  - 1) Based on currently available information and methodology, there are over 4,000 substandard units in Central City.
  - 2) A large percentage of these units are occupied by low-income households and generally represents the existing housing needs.
  - 3) Based on an estimated continuation of programs currently providing housing assistance, the existing housing needs will not be met by 1990.
  - 4) Plan recommends further commitment of local funds should additional non-City funds fail to materialize, especially further use tax increment money from downtown redevelopment projects.
  - 5) Support SB514\* - Defers property taxes for five years after rehabilitation of housing by low-income homeowner.

## HOUSING AND RESIDENTIAL ZONING CONCEPT DEVELOPMENT

### 1. Goals Established:

- Conserve sound housing stock
- Preserve significant structures
- Conserve unique character of neighborhood areas
- Meet market demand for new "close-in" housing
- Maximize utilization of vacant lots
- Provide housing opportunities for all income levels

### 2. Residential Neighborhood Analysis Prepared: Utilizing the information contained in the Housing Market Analysis prepared by Real Estate Research Corporation, the 1975 Special Census, and SRAPC 1975 Land Use Inventory, each residential area was characterized for planning purposes. The following is a summary of the characteristics for each area as compared to the Central City as a whole. (map on page III-5a)

#### Alkali Flat

- Average household size larger than average for Central City
- Over 50% of residential acreage in multiple-family use
- Lower owner occupancy than Central City

#### Washington

- Larger household size
- Over 50% multiple-family
- Lower owner occupancy

#### Northeast

- Larger household size
- Over 50% of residential acreage in single-family use
- Higher owner occupancy



East, North of Capitol

- Smaller household size
- Over 50% multiple-family
- Lower owner occupancy

South of Capitol

- Smaller household size
- Over 50% multiple-family
- Lower owner occupancy

East, South of Capitol

- Smaller household size
- Over 50% multiple-family
- Lower owner occupancy

South Side

- Larger household size
- Over 50% single-family
- Higher owner occupancy

Southeast

- Larger household size
- Over 50% single-family
- Higher owner occupancy

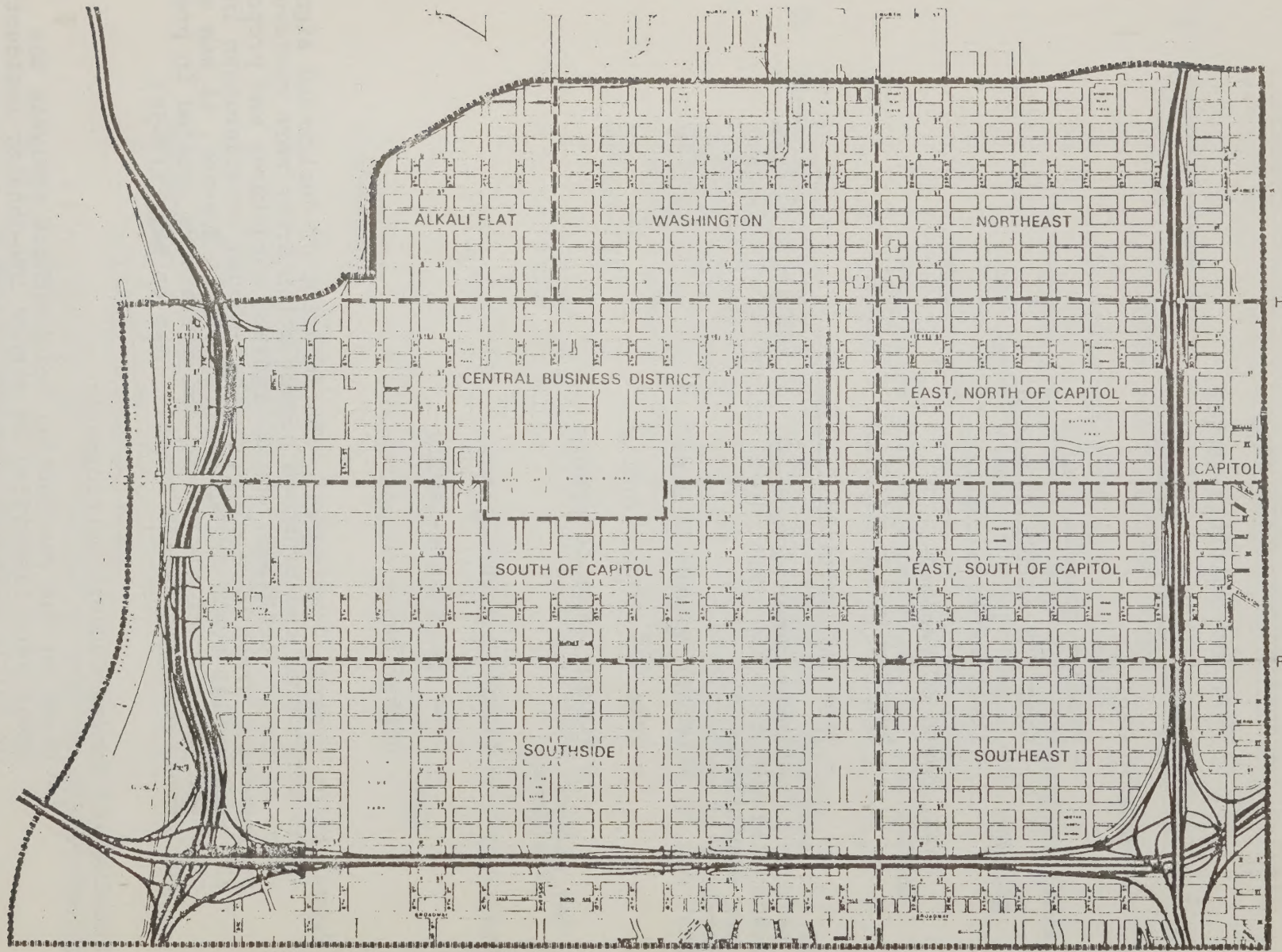
3. Preservation Program Considered: The location of designated significant structures and proposed preservation areas were reviewed. Based on their locations, the designated structures and proposed preservation areas were elements that needed consideration in all residential areas of the Central City. However, it was noted that the majority of structures and areas were located in pre-dominately multiple-family areas. (map on page III-5b)

4. Housing and Zoning Concept Development:

- Based on the residential neighborhood analysis the areas were identified as either low-density residential or multiple-family residential areas. Low density areas



III-5a



central  
Sacramento City California  
study

CENTRAL CITY  
IMPACT ANALYSIS  
BOUNDARIES

Legend:



NEIGHBORHOOD BOUNDARIES

Scale in Feet

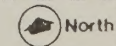
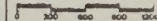


FIGURE 1

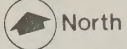


Legend:

- REDEVELOPMENT AREAS
- PRIORITY STRUCTURES
- ESSENTIAL STRUCTURES

Scale in Feet

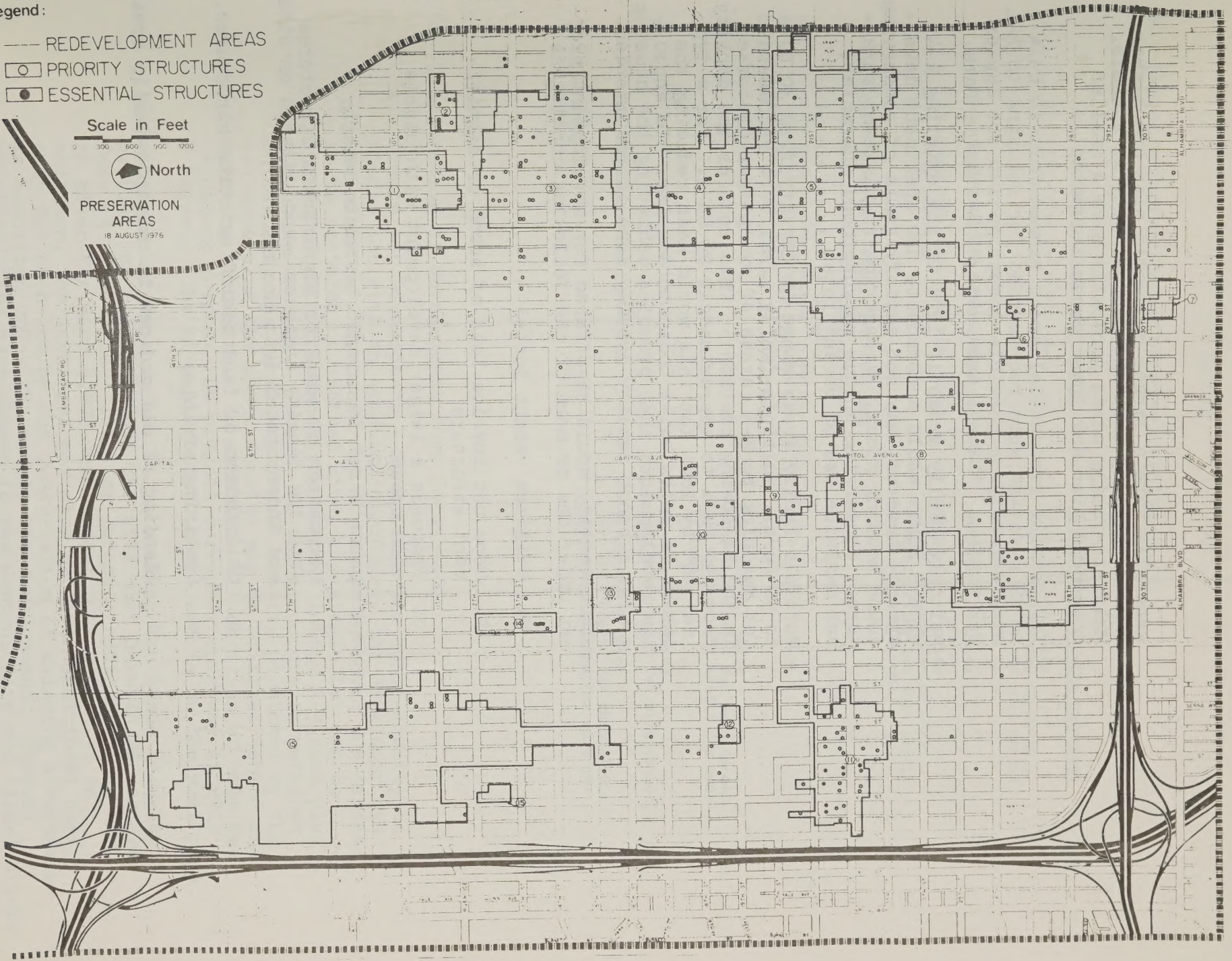
0 300 600 900 1200



PRESERVATION  
AREAS

18 AUGUST 1976

III-5b





generally have a larger household size and higher owner occupancy than the Central City as a whole. Multiple-family areas generally have a smaller household size and lower owner occupancy.

- Low-density residential areas ranged from 14 Du/a to 17 Du/a and were recommended for rezoning to R-1 single-family or possible investigation for duplex R-2 zoning. \*Except area west of Southside Park.
- Multiple-family areas if left in the existing R-4 or R-5 zones would accommodate new apartment development; however, may not satisfy goals of conserving sound housing stock, preserving significant structures, conserving unique neighborhood character, nor maximize use of vacant lots.
- Multiple-family areas range in density from 30 Du/a to 50 Du/a. Multiple-family areas were recommended for rezoning to R-3 (areas of exceptions discussed in the following section.) This reduces the density from 49+ Du/a to approximately 28 Du/a. For a typical 40' by 160' lot this would mean reducing the normal 7+ units built today to 4 units. To encourage developments that promotes achieving the housing goals, a bonus density overlay zone is recommended.
- Bonus density would be offered for development project under one or more of the following conditions:
  - a. Utilizes vacant lot(s)
  - b. Does not involve loss of sound or significant structure
  - c. Proposes a larger development with usable open space.
- Development Forms Encouraged by Bonus Density
  - a. Relocation of sound or significant structures into low density areas or rehabilitated on site and incorporated into project.
  - b. Utilization of land behind existing structures.
  - c. Combining of lots.
  - d. Blending of old and new in multiple-family areas.



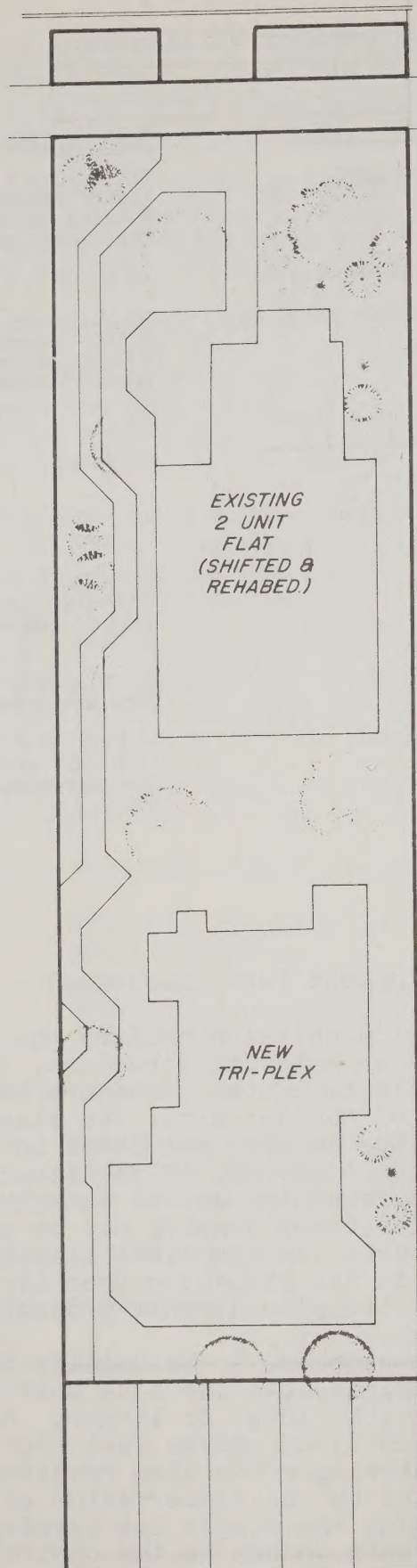
## 5. Illustration of Bonus Density Utilization

| <u>Lot Condition: Single 40' x 160'</u>                                                                            | <u>Base Density - Units Permitted</u>                                                                   |
|--------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|
| a) Identified as vacant upon implementation                                                                        | 28 DU/AC - 4 units<br>(Staff recommended 42 DU/AC - 6 units giving two unit credit for vacant lot)      |
| b) Vacant with structure demolished                                                                                | 28 DU/AC - 4 units                                                                                      |
| c) Developed with structure saved on site or moved                                                                 | 35 DU/AC - 5 units<br>(Staff recommended 42 DU/AC - 6 units giving two unit credit for structure saved) |
| <hr/>                                                                                                              |                                                                                                         |
| Lot Condition: <u>Equivalent to these 40' x 160'</u>                                                               |                                                                                                         |
| Any site equivalent or larger in size to three contiguous 40' x 160' lots (14,200 square feet) developed as a unit |                                                                                                         |
| a) Vacant                                                                                                          | 42 DU/AC - 7 units<br>(Two unit credit for each vacant lot and one unit credit for size of lot)         |
| b) Structure demolished                                                                                            | 35 DU/AC - 5 units<br>(One unit credit for size of lot)                                                 |
| c) Structure saved or moved                                                                                        | 42 DU/AC - 7 units<br>(Two unit credit for each structure saved and one for size of lot)                |

## 6. Illustration of Development Form Encouraged

- a) Single Lot Development - To utilize the bonus-density on single lot with an existing structure, the developer has two options. First, if the structure is moved and caused to be restored on another site, the single lot can be developed with the density permitted in the R-3 zone plus the bonus density. Second, if the structure is retained on the lot, the remaining unused density permitted by the R-3 zone plus the bonus density may be utilized behind the existing structure. An excellent illustration of this development form is the project currently underway at 2412 G Street. The site plan of this project is on the next page.
- b) Multiple Lot Development - To utilize the bonus - density overlay for multiple lots the site must have 14,200 square feet (3 - 40' x 160' lots) or larger. Additional density is given for each 6,400 square feet (40' x 160'.) In addition, the developer may also receive additional density for each lot by the conservation of existing structures as described under the single lot development. Several existing sites were chosen in the Central City and illustrations

2412 G STREET



ALLEY



of possible utilization of the bonus density are on the following pages.

## 7. Exceptions

- a. Southside (West of Park) - Although this area is predominately single-family in character; housing conditions, housing needs, location, vacant land, and need for substantial private investment indicate R-3 zoning would be more appropriate.
- b. Alkali Flat Redevelopment Area - Residential zoning is under consideration as part of the Redevelopment Plan Update.
- c. Governor Square/Capitol Area - Due to existing developments, existing densities, and opportunities for large scale planned residential developments, there areas should retain R-5 zoning densities.

## 8. Future Use of R-5 Zoning:

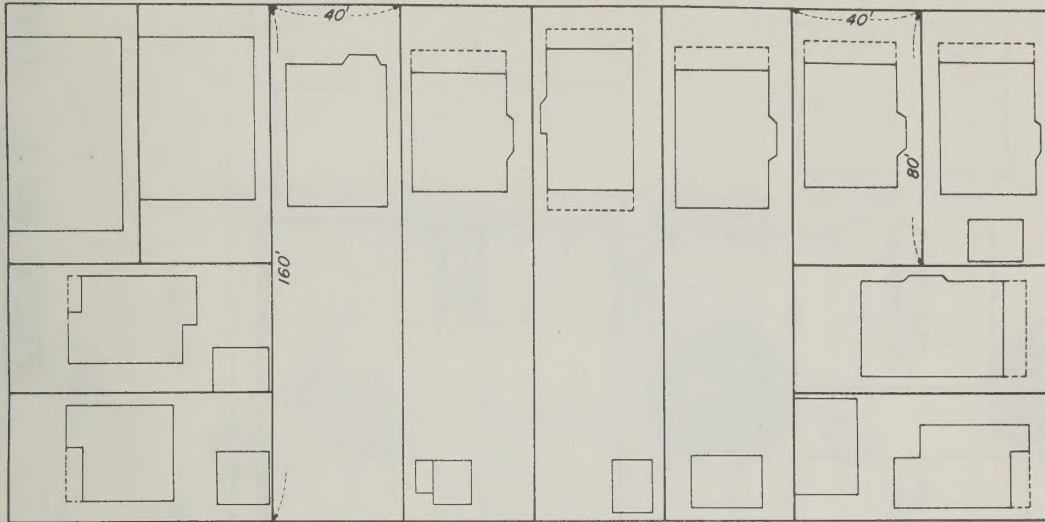
To allow flexible development, standards for large residential developments in the R-5 zone should be utilized. All projects in the R-5 zoning should be subject to special permit review. An example would be if a 1/4 - 1/2 block elderly housing project requested a permit to locate in the R-1 or R-3 zone, the merit and impact of this project could be reviewed.





T STREET

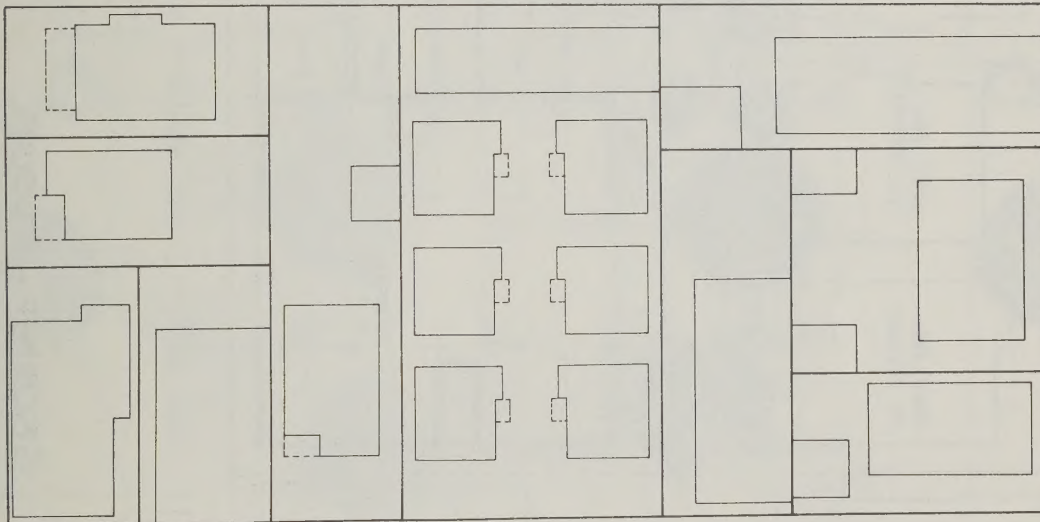
STREET



STREET

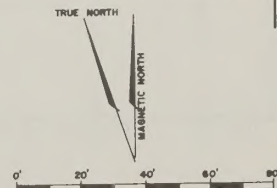
ALLEY

14 TH

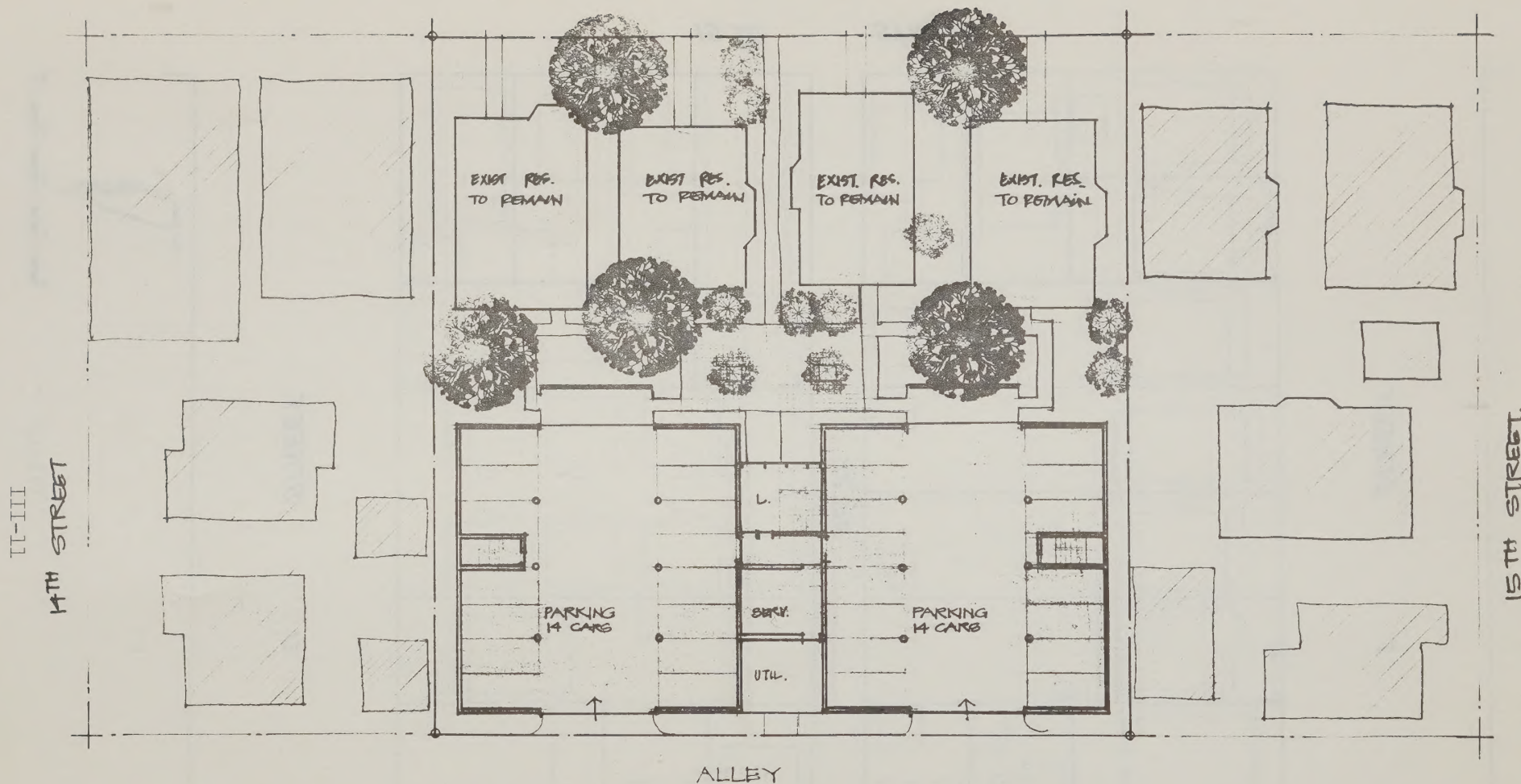


15 TH

U STREET



T ST.



# GROUND FLOOR

STUDY NO. 1. (15TH & T)

"4 LOT COMBINATION."

- EXIST. 4 HOUSES w/ 12 UNITS EA = 8
- ALLOWABLE 4 x 7 = 28 UNITS.
- NEW CONSTRUCTION = 20 UNITS.



T ST.

11TH STREET  
111-12

15TH STREET.

ALLEY

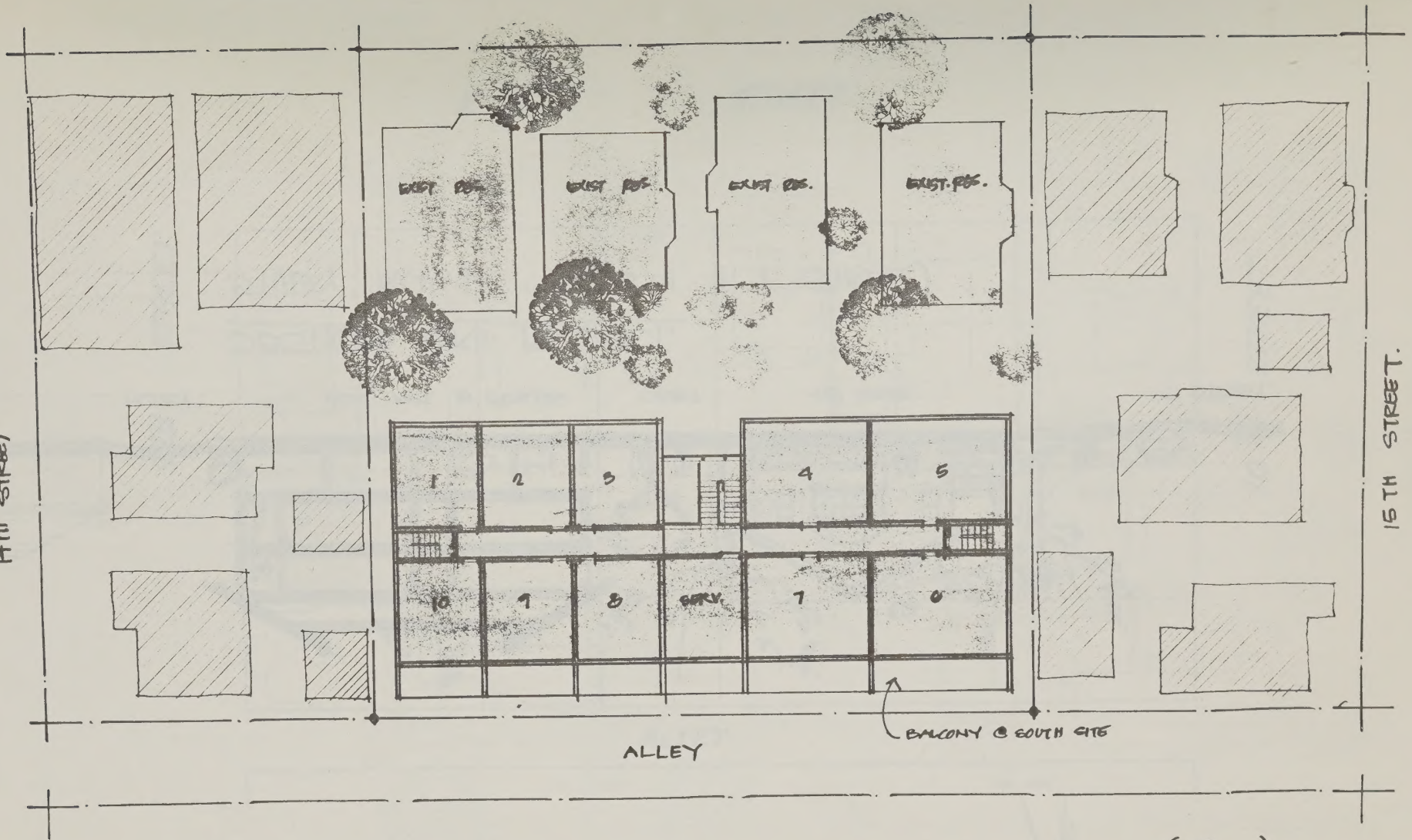
BALCONY @ SOUTH SIDE

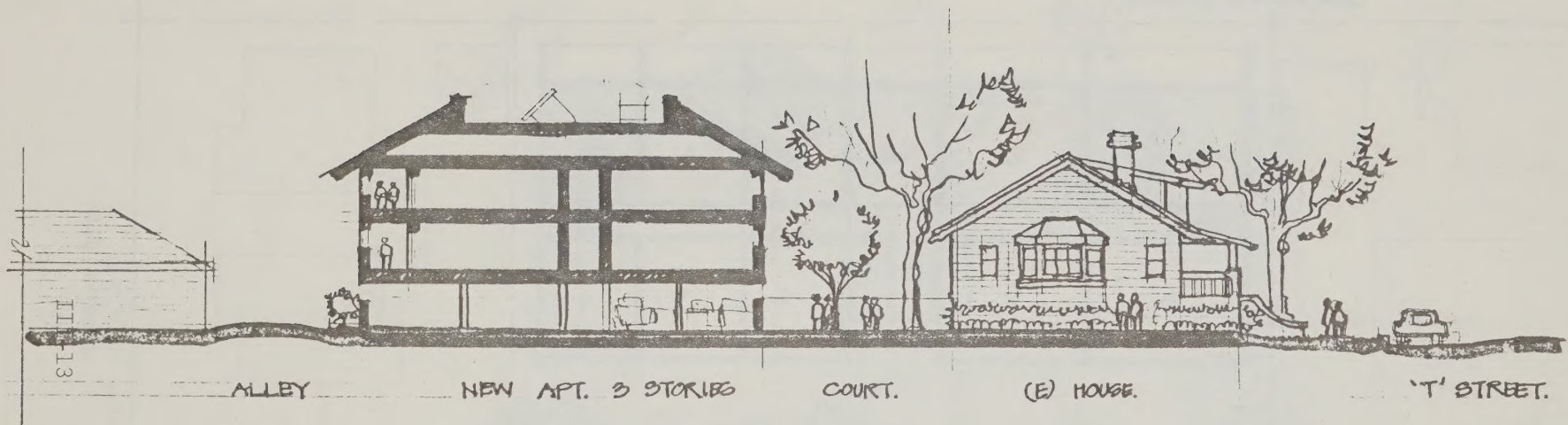


SECOND & THIRD FLOOR

10 ~~PTS~~ UNITS EA FLOOR.  
6 - ONE BED APTS  
4 - 2 BED APTS

STUDY NO. 1 (15TH & T)





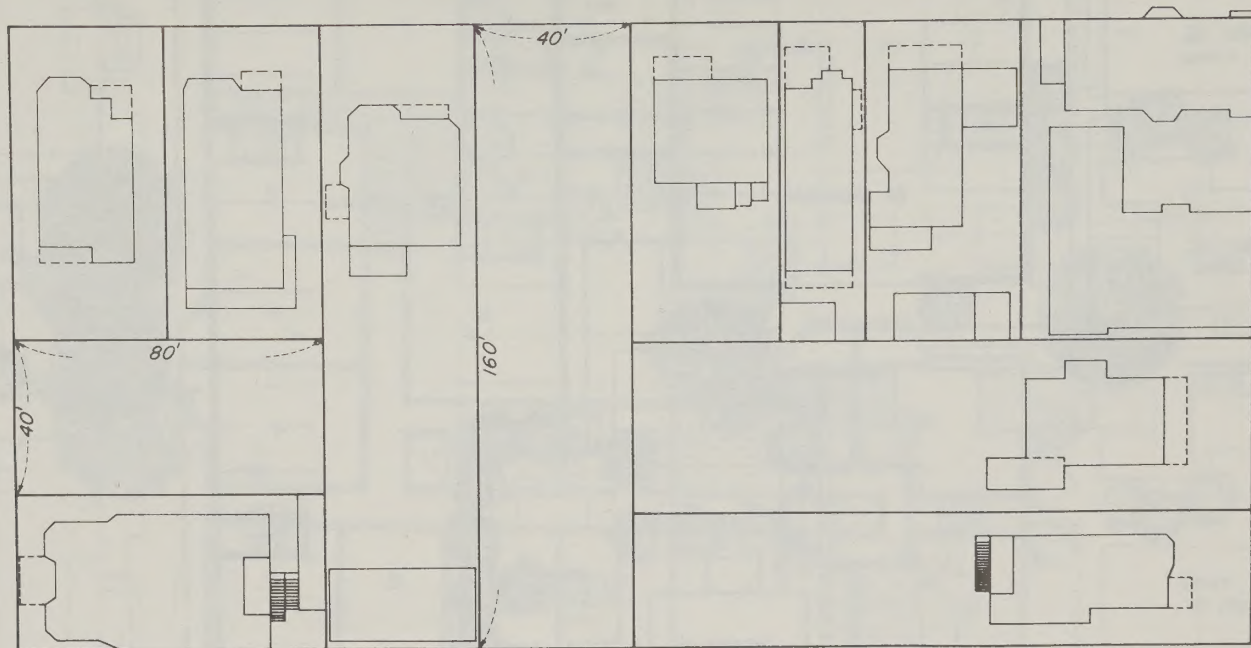
SECTION THRU PROJECT.

STUDY NO 1. (15TH & T STREET)



41-III

9<sup>TH</sup> STREET

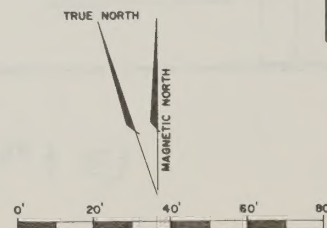


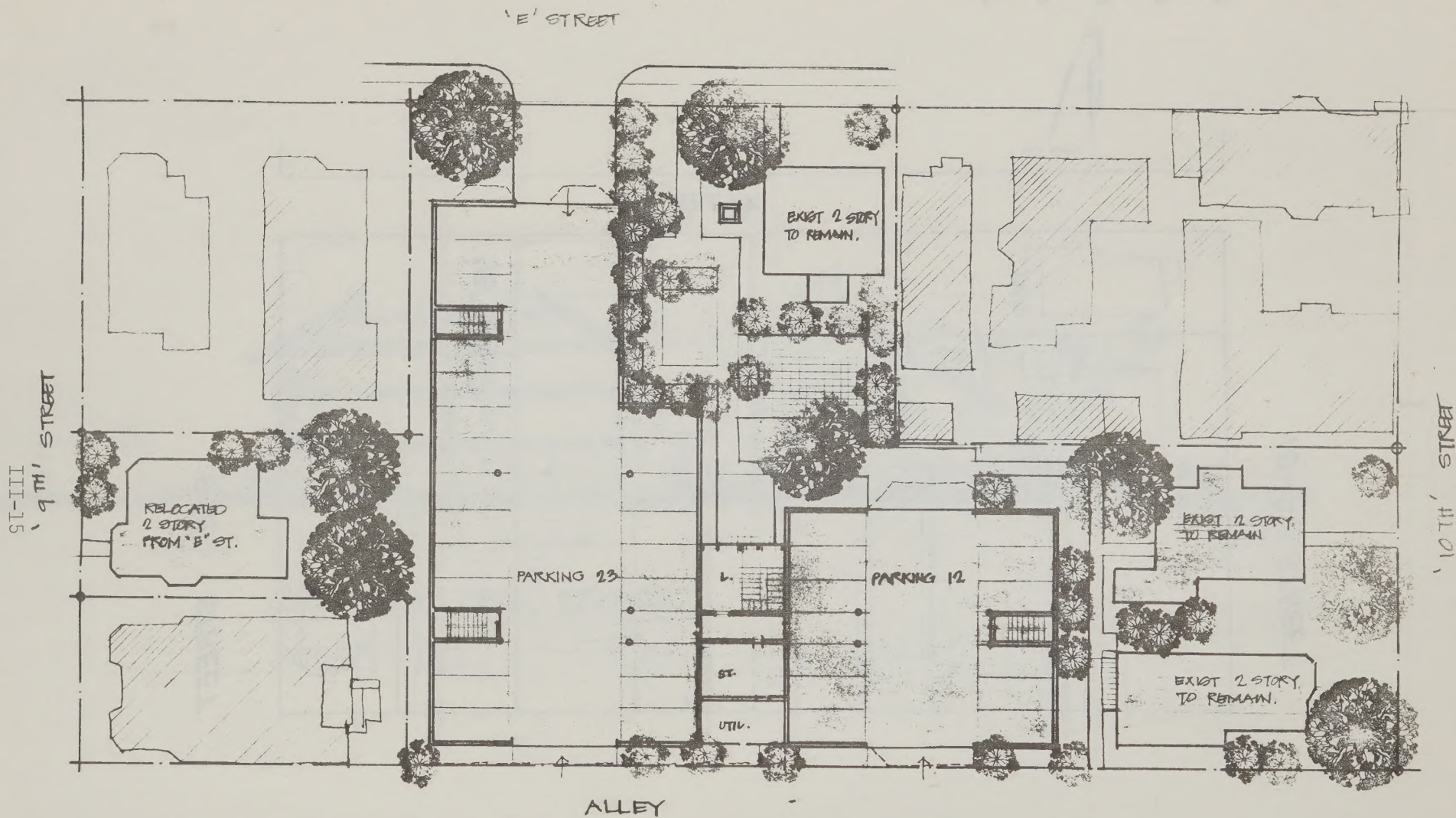
E

STREET

10<sup>TH</sup> STREET

ALLEY



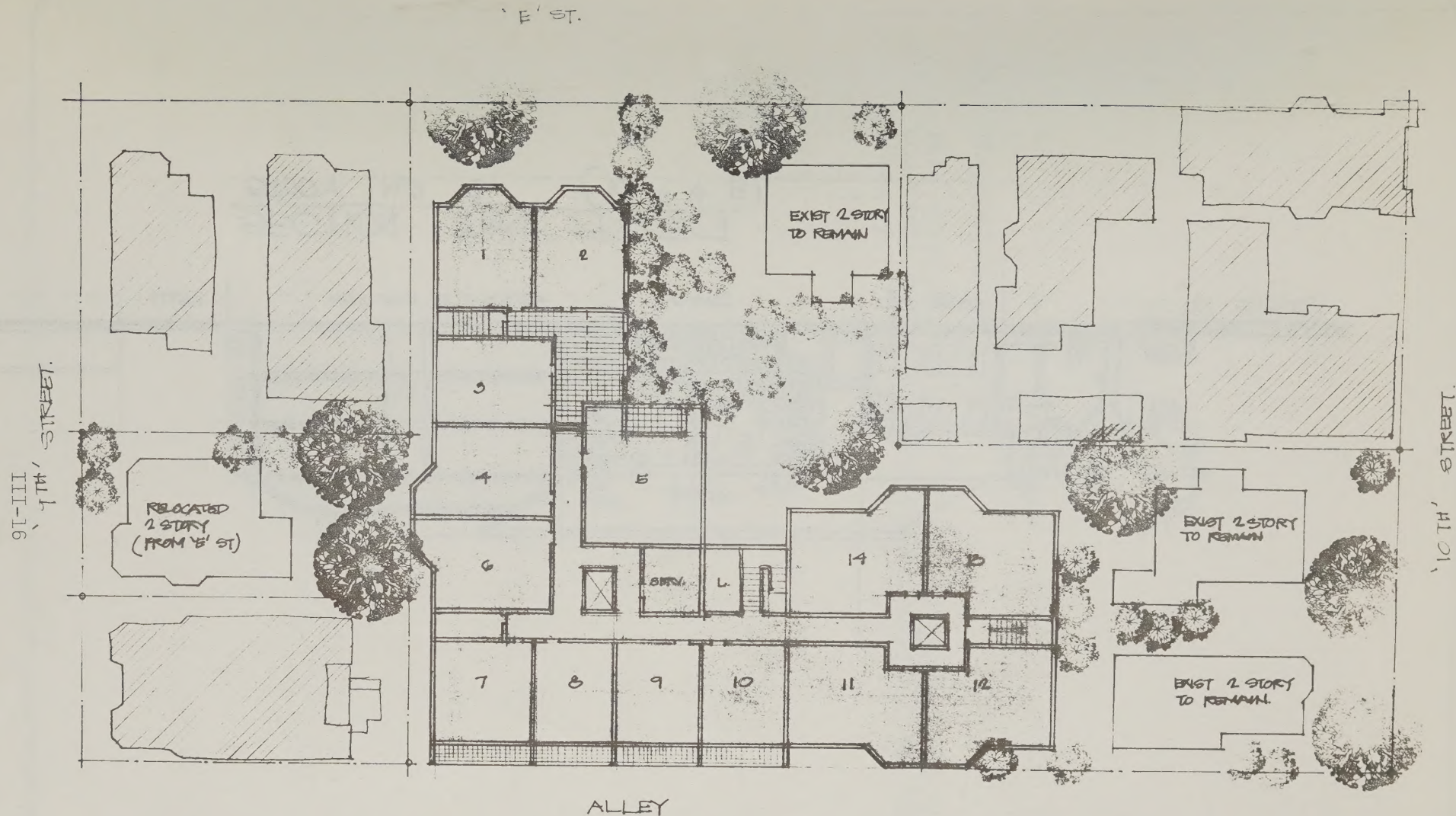


## GROUND FLOOR

## STUDY NO 2 (10<sup>th</sup> & E)

4- 40 X 160 LOTS  
 2- 40 X 80 LOTS } EQUAL TO 5- 40 X 160 @ 7 UNITS PER LOT = 35 UNITS ALLOWABLE  
 EXIST 4 HOUSES W/ 7 UNITS  
 NEW UNITS = 28 UNITS } TOTAL 35 UNITS.



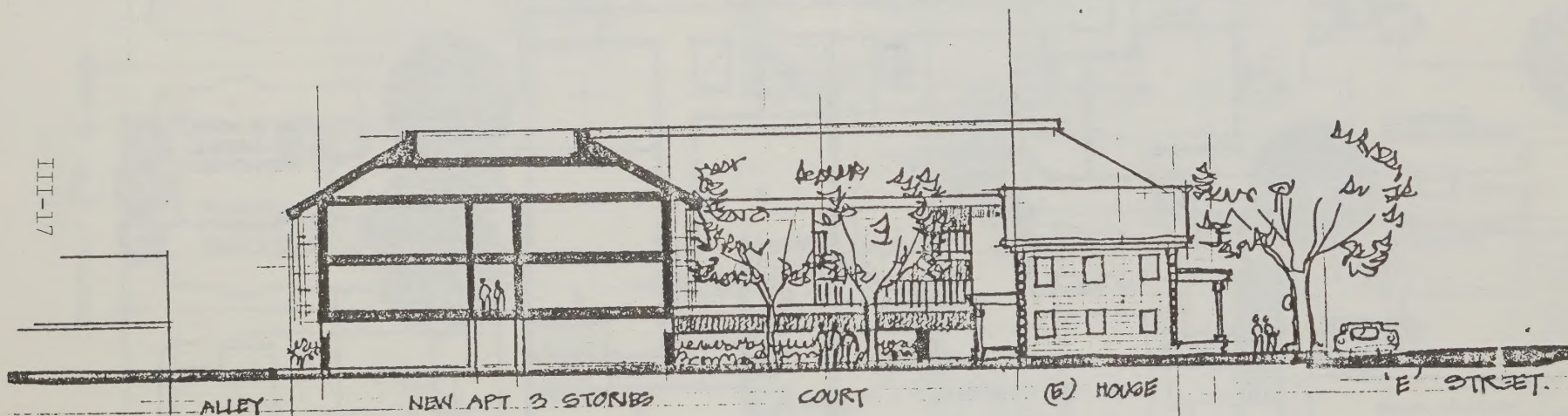


## SECOND & THIRD FLOOR.

- 14 UNITS EACH FLOOR = 28 UNITS
- 10 UNITS - 2 BEDROOMS
- 10 UNITS - 1 BEDROOM
- 8 UNITS - STUDIO (OR SMALL ONE BED.)

## STUDY NO 2 (10th & E)

III-17



SECTION THRU PROJECT  
STUDY NO 2. (10<sup>TH</sup> & E)



#### IV. TRANSPORTATION

This section contains a list of the changes and/or additions to the transportation section of the draft plan.

#### IV. TRANSPORTATION

The I-80 bypass study presented a new element for consideration during the study committee's final revision of the draft plan. Although no specific changes were made pursuant to the I-80 bypass study proposal, the committee recognized the final alternative chosen by this study may affect the feasibility of some of the draft plan transportation recommendations.

The following changes and/or additions were made to the draft plan pursuant to public comments:

##### A. Elvas - Richards Connector

The scope of I-80 bypass study conducted by Cal Trans should include an evaluation of the proposed Elvas - Richards Connector and investigate alternative north - south routes into the Central City.

The design of the Connector should be coordinated with the development of the park proposed for the City dump site so that the roadway is compatible with the parkway.

##### B. C Street Connector

Retain in plan, however should the connector be physically impossible to develop in view of comments made by KCRA and Crystal Creamery, a "D" Street connector and other alternatives should be investigated.

##### C. 24th Street

Eliminate 24th Street minor two-way designation from plan.

##### D. Traffic Control Measures

Investigate measures such as diverters, cul-de-sacs, etc. for use as traffic control measures on designated residential areas.

##### E. Regional Transit

Reword Public Transit objective to read as follows: Expand R.T. bus fleet to more than 950 buses by 1990 or by an equivalent capacity in other forms of public transportation. This is to achieve an increase in persons trips made by public transportation from about 5% today to approximately 13-14% by 1990.

##### F. 2nd Street Connector

2nd Street Connector to H or G Streets to facilitate movement in Old Sacramento.



U.C. BERKELEY LIBRARIES



C124920898

